

CONDUCTED BY THE  
INTERNATIONAL CITY MANAGERS' ASSOCIATION

1313 East 60 Street, Chicago 37, Illinois

Report No. 181

February, 1959

Page 1

## RULES OF ORDER AND PROCEDURE FOR CITY COUNCILS

*What is the purpose of city council rules and what matters may be covered in such rules? What subjects are covered in the council rules of selected cities?*

This report supersedes MIS Report No. 31 (January, 1947) on *Rules of Order and Procedure for City Councils*. It is based on current council rules from the 25 cities listed below. This information provides the basis for the composite set of rules beginning on page 2.

City councils determine their own rules of procedure, subject to statutory and charter requirements. Council rules are intended to (1) provide fair and open deliberation on the part of a representative body, (2) expedite council business in an orderly manner, and (3) provide guidelines for the legality of official actions.

The problems confronting city councilmen are stated in the form of questions in a report prepared for the Eugene, Oregon, city council in October, 1957:<sup>1</sup>

"Why do we meet so often?

"Why do our meetings take so long?

"Should we continue the standing committee system?

"Should we preclose our agenda and, if so, how soon before the council meeting?

"Does it help to receive a preliminary agenda before the council meeting?

"What other material should we receive before the council meeting?

"Should we read all items in full at our council meetings? If not, which items might be summarized?

"How can we achieve better council-manager communications?"

City council rules of order and procedure are an important means of answering these questions by providing ways to speed up procedures, to encourage better communications and information, and to provide more formality and regularity in the conduct of meetings. The rules are a guide not only for councilmen but also for the city clerk, the chief administrator, and citizens bringing matters before the council.

The following set of rules is a composite based on those currently in use by city councils in 25 cities.<sup>2</sup> They are intended as a guide, not as a "model." Many of these rules will not be necessary for cities with councils of only three or five members. All of the rules will be applicable in few, if any, cities regardless of the size of the council and the complexity of business handled. All should be reviewed, however, as a checklist for applicability.

For some of the rules, explanation and comment seem appropriate. Such explanation and comment has been set in smaller type to distinguish it from the council rules.

<sup>1</sup>The *Organization and Practices of the City Councils in the Twenty-nine Council-Manager Cities in the State of Oregon* (Eugene, Oregon: Office of the City Manager, 1957).

<sup>2</sup>The 25 cities furnishing information for this report are: Phoenix, Arizona; Burbank, Chico, and Palo Alto, California; New London, Connecticut; Jacksonville Beach, Florida; Evanston and Highland Park, Illinois; Manhattan and Wichita, Kansas; Ann Arbor, Michigan; Kansas City, Springfield, and University City, Missouri; Claremont, New Hampshire; Schenectady, New York; Eugene and Salem, Oregon; Toledo, Ohio; Mount Lebanon, Pennsylvania; San Angelo, Texas; and Eau Claire, Two Rivers, and Shorewood, Wisconsin.







### Council Meetings

1. Regular Council Meetings. The council shall meet in regular session on Monday of each week at 7:30 p.m. When Monday is a holiday the regular meeting shall be held on Tuesday at the same hour unless otherwise provided for by motion. The place of meeting shall be the council chamber in the city hall.

Comment: The frequency of council meetings depends on legal requirements, the size of the council, and the amount and complexity of council business. Meetings generally are held weekly in the larger cities, twice a month in the medium-sized cities, and once a month in small cities.

2. Council Meeting Agenda. All reports, communications, ordinances, resolutions, contract documents, or other matters to be submitted to the council shall, at least 16 business hours prior to each council meeting, be delivered to the city clerk whereupon the city clerk shall immediately arrange a list of such matters according to the order of business. The city clerk shall furnish each member of the council, the city manager, and the city attorney with a copy of the agenda at least 10 business hours prior to the council meeting or as far in advance of the meeting as time for preparation will permit.

Comment: In addition to providing a framework for the orderly transaction of business at council meetings, the agenda provides advance information so that councilmen, the city manager, the city attorney, the city clerk, and the public can be informed as to matters that will be considered. Many cities follow the practice of distributing the agenda in advance not only to city officials but also to newspapers and other interested parties. This has been formalized in the Wichita, Kansas, rules which provide: "The agenda shall be made public in advance of the meeting both by posting on the regular public bulletin board in city hall and by dissemination to all press media. Such action shall be taken concurrently with the furnishing of the weekly agenda to individual members of the commission [council]." The purposes of the city council agenda, its subject matter, and methods of preparation are covered in MIS Report No. 152, *Preparing the Agenda for Council Meetings*.

3. Special Meetings. Special meetings may be called by three or more members of the council, by the mayor, or by the city manager. The city clerk shall prepare a notice of the special session stating time, place, and object, and this notice shall be served personally upon each member of the council and the city manager, or left at their usual places of residence at least four hours before the time of the meeting. It shall also be the duty of the city clerk, immediately upon receipt of written request, to make diligent effort to notify each member of the council in person, either by telephone or otherwise, of such special session. Only matters set forth in the notice of the meeting shall be discussed at such meeting.

Comment: In Eugene, Oregon, special notices of meetings are mailed or delivered by the police. If the subject to be considered is controversial, a return receipt is demanded.

4. Adjourned Sessions. Any session of the council may be continued or adjourned from day to day, or for more than one day, but no adjournment shall be for a longer period than until the next regular meeting thereafter.

5. Conference Session. The rules of procedure shall be: (a) The council shall meet in conference session prior to the regular weekly meeting of the council. (b) The mayor or the city manager may call the council together for a conference session at any time. (c) The conference session shall be devoted exclusively to any matters regarding which the interchange of information preliminary to public discussion is deemed to be essential. (d) Whenever the mayor or city manager so requests, any matter under discussion shall be regarded as confidential. (e) No formal vote shall be taken on any matter under discussion nor shall any council member enter into a commitment with another respecting a vote to be taken subsequently in a public meeting of the council; provided, however, that nothing herein shall prevent a polling of the council or the taking of any informal vote on any matter under discussion.

6. Executive Session. The rules of procedure shall be: (a) An executive session may be convened on call of the mayor or by a majority vote of the members of the council, and all members of the council who are in the city must be notified of the time and place of said meeting; (b) Notice of time and place of the meeting shall be served personally as set forth in Rule 3. (c) Attendance at the executive session shall be limited to the members of the city council and the city manager; provided, however, that the council may invite such persons as may be required for advice and information; and (d) provided that no formal vote shall be taken on any matter under discussion, as so on as in Rule 5 (e).







Comment: From the point of view of newspapermen, provisions for closed, conference, or executive sessions of the city council are wrong because they preclude or tend to preclude public consideration of the transaction of public business. That this is more than a feeling of dissatisfaction is evidenced by the 16 states that now have open meeting legislation of general character applicable to all kinds of local governments. Fourteen states have enacted such legislation within the past six years. In Wisconsin, for example, all meetings of the city council and its committees are public meetings by state law. California will allow closed executive sessions of the council but only on matters involving the appointment or dismissal of public officers. Other regulatory laws may be more liberal. Pennsylvania, for example, allows closed executive meetings but calls for open meetings before any official action can be valid. This is the same procedure provided for in these rules.

Most city councilmen feel strongly that they need executive sessions where they can talk among themselves formally, confidentially, and off the record. Where open meeting laws are in effect, however, they should be scrupulously observed by the council, council committees, and city boards and commissions. The rules for Palo Alto, California, in compliance with state law, provide: "All meetings of standing committees and of the Council as a committee of the whole shall be open and public, and all persons shall be permitted to attend any such meetings, provided that the committee chairman or presiding officer shall have the right to exclude the public from any portion from any such meeting during which the following subjects are discussed:

- "a. Personnel problems of specific City employees with relation to the City;
- "b. Contract negotiations by the City."

### The Presiding Officer

7. Presiding Officer. The mayor, or in his absence the mayor pro tem, shall take the chair at the hour appointed for the council to meet, and shall immediately call the members to order. The roll shall then be called by the clerk, who shall enter in the minutes of the meeting the names of the members present.

8. Mayor Pro Tem. The council shall choose one of its members as mayor pro tem, who shall serve as mayor during the absence or disability of the mayor and, in case of vacancy in the office of the mayor, pending the selection of a successor.

9. Council Privileges. The presiding officer may move, second, and debate from the chair, subject only to such limitations of debate as are by these rules imposed on all members and shall not be deprived of any of the rights and privileges of a councilman by reason of his acting as the presiding officer.

Comment: Under council-manager government, the council is usually regarded as a collegial body with equal privileges and responsibilities of membership. The mayor, no matter what his title may be, is presiding officer or chairman, but he retains the right of initiating motions, participating in discussions and debate, and voting — subject of course to rules applicable to all councilmen. This rule is inapplicable, regardless of form of government, when the presiding officer (mayor, president, or chairman) has veto power or other authority not granted to councilmen.

10. Temporary Chairman. In case of the absence of the mayor and mayor pro tem, the clerk shall call the council to order and call the roll of the members. If a quorum is found to be present, the council shall proceed to elect, by a majority vote of those present, a chairman of the meeting, to serve until the mayor pro tem appears.

11. Decorum and Order. The presiding officer shall preserve decorum and decide all questions of order, subject to appeal to council.

a. During council meetings, council members shall preserve order and decorum and shall neither by conversation or otherwise delay or interrupt the proceedings nor refuse to obey the orders of the presiding officer or the rules of the council. Every councilman desiring to speak shall address the chair and, upon recognition by the presiding officer, shall confine himself to the question under debate and shall avoid all personalities and indecorous language. Every councilman desiring to question the administrative staff shall address his question to the city manager who shall be entitled either to answer the enquiries himself or to designate some member of his staff for that purpose. A councilman once recognized, shall not be interrupted while speaking unless called to order by the presiding officer, unless a point of order is raised by another member or



The first of these is the fact that the University of Chicago is a private institution. This means that it is not subject to the same public scrutiny as a public university. This is a significant factor in the University's operations, particularly in the area of financial management. The University's financial statements are not subject to public review, and this can lead to a lack of transparency in the way the University's funds are used. This is a concern for many people, particularly those who are interested in the University's financial health and the way it is managed.

The second of these is the fact that the University of Chicago is a research institution. This means that its primary focus is on the advancement of knowledge through research. This is a noble goal, and it is one that has led to many of the University's most significant achievements. However, it also means that the University's operations are often driven by the needs of its researchers. This can lead to a focus on research at the expense of other important aspects of the University's mission, such as teaching and public service.

The third of these is the fact that the University of Chicago is a large institution. This means that it has a wide range of resources and a large number of people working for it. This is a strength, as it allows the University to undertake a wide range of research and educational activities. However, it also means that the University's operations are often complex and difficult to manage. This can lead to a lack of coordination and a waste of resources.

The fourth of these is the fact that the University of Chicago is a highly competitive institution. This means that it is constantly vying with other top universities for the best students, faculty, and research funding. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The fifth of these is the fact that the University of Chicago is a highly influential institution. This means that its research and educational activities have a significant impact on the world. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The sixth of these is the fact that the University of Chicago is a highly innovative institution. This means that it is constantly developing new ways of doing things, both in the classroom and in the laboratory. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The seventh of these is the fact that the University of Chicago is a highly respected institution. This means that its research and educational activities are highly valued by the public and the academic community. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The eighth of these is the fact that the University of Chicago is a highly diverse institution. This means that it has a wide range of people working for it, from different backgrounds and cultures. This is a strength, as it allows the University to undertake a wide range of research and educational activities. However, it also means that the University's operations are often complex and difficult to manage. This can lead to a lack of coordination and a waste of resources.

The ninth of these is the fact that the University of Chicago is a highly committed institution. This means that its staff and students are dedicated to the University's mission and values. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The tenth of these is the fact that the University of Chicago is a highly successful institution. This means that it has achieved many of its goals and objectives, both in the classroom and in the laboratory. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.

The eleventh of these is the fact that the University of Chicago is a highly respected institution. This means that its research and educational activities are highly valued by the public and the academic community. This is a source of pride for the University, as it is a testament to its high quality of education and research. However, it also means that the University is often under pressure to maintain its high standards, which can be a source of stress and anxiety for its staff and students.



unless the speaker chooses to yield to questions from another member. If a councilman is called to order while he is speaking, he shall cease speaking immediately until the question of order is determined. If ruled to be in order, he shall be permitted to proceed. If ruled to be not in order, he shall remain silent or shall alter his remarks so as to comply with rules of the council. All members of the council shall accord the utmost courtesy to each other, to city employees, and to public members appearing before the council and shall refrain at all times from rude and derogatory remarks, reflections as to integrity, abusive comments, and statements as to motives and personalities. Councilmen shall confine their questions as to the particular matters before the assembly and in debate shall confine their remarks to the issues before the council. Members shall be removed from the meeting for failure to comply with decisions of the presiding officer and/or for continued violations of the rules of the council. If the presiding officer fails to act, any member may move to require him to enforce the rules and the affirmative vote of a majority of the council shall require the presiding officer to act.

b. Members of the administrative staff and employees of the city shall observe the same rules of procedure and decorum applicable to members of the council. While the presiding officer shall have the authority to preserve decorum in meetings as far as staff members and city employees are concerned, the city manager also shall be responsible for the orderly conduct and decorum of all city employees under his direction and control. The city manager shall take such disciplinary action as may be necessary to insure that such decorum is preserved at all times by city employees in council meetings. Any staff member or city manager desiring to address the council or members of the public shall be recognized by the chair, shall state his name for the record, and shall limit his remarks to the matter under discussion. All remarks and questions addressed to the council shall be addressed to the council as a whole and not to any individual member thereof. No staff member, other than staff member having the floor, shall enter into any discussion either directly or indirectly without permission of the presiding officer.

c. Public members attending council meetings also shall observe the same rules of propriety, decorum, and good conduct applicable to members of the council. Any person making personal, impertinent, and slanderous remarks or who becomes boisterous while addressing the council or while attending the council meeting shall be removed from the room if the sergeant-at-arms is so directed by the presiding officer, and such person shall be barred from further audience before the council. Unauthorized remarks from the audience, stamping of feet, whistles, yells, and similar demonstrations shall not be permitted by the presiding officer, who shall direct the sergeant-at-arms to remove such offenders from the room. Aggravated cases shall be prosecuted on appropriate complaint signed by the presiding officer. In case the presiding officer shall fail to act, any member of the council may move to require him to act to enforce the rules, and the affirmative vote of the majority of the council shall require the presiding officer to act.

Any public member desiring to address the council shall be recognized by the chair, shall state his name and address in an audible tone for the record, and shall limit his remarks to the question under discussion. All remarks and questions shall be addressed to the council as a whole and not to any individual member thereof. All remarks and questions addressed to the administration of the city shall be addressed to the city manager and not to any individual city employee. No person other than members of the council and the person having the floor shall enter into any discussion either directly or through a member of the council without the permission of the presiding officer.

12. Quorum. The majority of the councilmen elected shall constitute a quorum. In case that a less number than a quorum shall convene at a regular or special meeting, the majority of the members present are authorized to send the sergeant-at-arms or other person for any or all absent members, as such majority of members shall agree. In the event a quorum cannot be obtained, the meeting may be adjourned as provided for in Rule 4.

#### Officers and Employees

13. Election of Officers. A majority of all members elected to council shall be required to elect a mayor and mayor pro tem.



The American Medical Association is a national organization of physicians and surgeons, organized for the purpose of promoting the interests of the medical profession and the public health. It is a non-profit corporation, organized under the laws of the United States, and its assets are held in trust for the benefit of the medical profession and the public health. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements.

The American Medical Association is a national organization of physicians and surgeons, organized for the purpose of promoting the interests of the medical profession and the public health. It is a non-profit corporation, organized under the laws of the United States, and its assets are held in trust for the benefit of the medical profession and the public health. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements.

The American Medical Association is a national organization of physicians and surgeons, organized for the purpose of promoting the interests of the medical profession and the public health. It is a non-profit corporation, organized under the laws of the United States, and its assets are held in trust for the benefit of the medical profession and the public health. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements.

The American Medical Association is a national organization of physicians and surgeons, organized for the purpose of promoting the interests of the medical profession and the public health. It is a non-profit corporation, organized under the laws of the United States, and its assets are held in trust for the benefit of the medical profession and the public health. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements.

THE JOURNAL OF THE AMERICAN MEDICAL ASSOCIATION

The American Medical Association is a national organization of physicians and surgeons, organized for the purpose of promoting the interests of the medical profession and the public health. It is a non-profit corporation, organized under the laws of the United States, and its assets are held in trust for the benefit of the medical profession and the public health. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements. The Association is organized into a national association and a number of state associations, and it is the policy of the Association to maintain its independence and to avoid any and all political or financial entanglements.



14. Clerk and Employees. The clerk and other officers and employees of council shall be under the control and direction of the chair during sessions of the council.

15. Appointments by the Mayor. Whenever the mayor shall, at any meeting, submit an appointment to be made with the advice and consent of council, consideration of such appointment shall be deferred until the next meeting.

16. City Manager. The city manager shall attend all meetings of the council, unless excused by the council. He shall keep the council fully advised as to the financial condition and needs of the city. He may make recommendations to the council and may take part in discussions on all matters concerning the welfare of the city. He shall have a seat but no vote in the meetings of the governing body.

17. City Clerk. The city clerk shall be ex officio clerk of the council and shall keep minutes of the meeting and perform such other and further duties in the meeting as may be ordered by the mayor, council, or city manager. Within three days after each meeting the clerk shall furnish each councilman with a copy of the minutes of the preceding meeting.

Comment: It is important to have a clear assignment of responsibility to the city clerk for keeping the minutes of council meetings and all related records and reports. The rules for the village of Shorewood, Wisconsin, provide: "The Village Clerk shall keep a minute book in which shall be recorded, in chronological order, full minutes of all proceedings of the board of trustees, and the titles of all ordinances, rules, regulations, and by-laws, with references to the book and page where the same may be found."

18. City Attorney. The city attorney shall, either in person or by deputy, attend all meetings of the council. Any member of the council may at any time call upon the city attorney for an oral or written opinion to decide any question of law, but not to decide upon any parliamentary rules.

19. Officers and Employees to Attend. The head of any department, or any officer or employee of the city, when requested by the city manager or the council, shall attend any regular, adjourned, or special meeting and confer with the council on all matters relating to the city.

#### Duties and Privileges of Members

20. Seating Arrangement. Members shall occupy the respective seats in the council chamber assigned to them by the mayor, but any two or more members may exchange seats by joining in a written notice to the mayor to that effect.

21. Right of Floor. When recognized by the chair a member shall confine himself to the question under debate, avoid personalities, and refrain from impugning the motives of any other member's argument or vote. No member shall address the chair or demand the floor while any vote is being taken.

22. Personal Interest. No member stopped from voting by personal interest shall remain in the council chamber during the debate and vote on any such matter.

23. Right of Appeal. Any member may appeal to the council from a ruling of the presiding officer. If the appeal is seconded, the member making the appeal may briefly state his reason for the same, and the presiding officer may briefly explain his ruling; but there shall be no debate on the appeal, and no other member shall participate in the discussion. The presiding officer shall then put the question, "Shall the decision of the chair be sustained?" If a majority of the members present vote "Aye," the ruling of the chair is sustained; otherwise, it is overruled.

24. Limitation of Debate. No member shall be allowed to speak more than once upon any one subject until every other member choosing to speak thereon shall have spoken, and no member shall speak more than twice upon any one subject, nor for a longer time than ten minutes, without leave of council.

25. Voting. Every member present when a question is put shall vote either "Aye" or "No," unless council shall, for special reason, excuse him from voting. Application to be excused from







voting must be made before the votes are called for. The member having briefly stated the reason for his request, the decision thereon shall be made without debate.

26. Demand for Roll Call. Upon demand of any member, made before the negative has been put, the roll shall be called for yeas and nays upon any question before council. It shall not be in order for members to explain their vote during the roll call.

27. Personal Privilege. The right of a member to address the council on a question of personal privilege shall be limited to cases in which his integrity, character, or motives are assailed, questioned, or impugned.

28. Dissents and Protests. Any member shall have the right to express dissent from or protest against any ordinance or resolution of council and have the reason therefor entered upon the journal. Such dissent or protest must be filed in writing, couched in respectful language, and presented to council not later than the next regular meeting following the date of passage of the ordinance or resolution objected to.

29. Excusal from Attendance. No member shall be excused from attendance at a council meeting, except upon roll call, and by a vote of the majority of the members present.

30. Excusal During Meeting. No member may leave the council chamber while in regular session without permission from the presiding officer.

31. Code of Ethics. City councilmen occupy positions of public trust. All business transactions of such officials dealing in any manner with public funds, either directly or indirectly, must be subject to the scrutiny of public opinion both as to the legality and to the propriety of such transactions. Councilmen shall not have a pecuniary interest either directly or indirectly in contracts of any character with the municipality.

In addition to the matters of pecuniary interest, councilmen shall refrain from making use of special knowledge or information before it is made available to the general public; shall refrain from making decisions involving business associates, customers, clients, friends, and competitors; shall refrain from repeated and continued violation of council rules; shall refrain from appointing immediate family members, business associates, clients, or employees to municipal boards and commissions; shall refrain from influencing the employment of municipal employees; shall refrain from requesting the fixing of traffic tickets, police summonses, and similar citations; shall refrain from seeking the employment of immediate family members in any municipal operation; shall refrain from using their influence as members of the governing body in attempts to secure contracts, zoning, or other favorable municipal action for friends, customers, clients, immediate family members, or business associates; and shall comply with all lawful actions, directives, and orders of duly constituted municipal officers as such may be issued in the normal and lawful discharge of the duties of these municipal officers.

Councilmen shall conduct themselves so as to bring credit upon the city as a whole and so as to set an example of good ethical conduct for all citizens of the community. Councilmen shall bear in mind at all times their responsibility to the entire electorate, shall refrain from actions benefiting special interest groups at the expense of the city as a whole, and shall do everything in their power to ensure equal and impartial law enforcement throughout the city at large without respect to race, creed, color, or the economic or the social position of individual citizens.

32. Employment of Professional Services. Professional services such as furnished by appraisers, accountants, architects, lawyers, realtors, engineers, and others of similar professions shall be authorized by appropriate action of the majority of the city council, and such selections shall be made from a roster maintained by the city manager of qualified persons or firms interested in employment by the city. Any member of the council and the city manager shall have the right to place individual or firm names on the city roster, but all selections shall be made by written vote after recommendation by the city manager with respect to qualifications, fees, and previous city experience.

33. Appointments to Municipal Boards and Commissions. All appointments to city boards and commissions shall be made in accordance with the statutes and the city charter. Appointees shall







be residents of the city, except as required otherwise by statute, shall not be full-time employees of the city, shall not be members of the immediate family of a councilman, shall not be appointed to more than one board or commission at a time, and shall not sell to the city or to its boards and commissions over which the council has appointive power and budget control, either directly as a prime contractor or supplier or indirectly as a first tier subcontractor or supplier. Sales shall be construed to mean sales, services, or fees aggregating \$1000.00 maximum total in any one calendar year. Appointees shall not be owners, employees, officials, or stockholders of paving or construction companies regularly doing business with the city, of utility companies, transportation companies or taxicab companies under franchise with or subject to ordinance control of the city, or of hazard insurance companies participating in sales of insurance to the city.

### Council Procedure

**34. Order of Business.** The business of all regular meetings of the council shall be transacted in the following order, unless the council by a vote of at least two-thirds of the members present, shall suspend the rules and change the order:

1. Roll call of members.
2. Minutes of the preceding meeting.
3. Consideration of any bids.
4. Petitions, communications, and public hearings.
5. Reports from the city manager.
6. Reports of special committees or city officers.
7. Passage of ordinances and resolutions.
8. Second reading of ordinances and resolutions.
9. Consideration of any new business.
10. Reports of standing committees.
11. Miscellaneous business.

At each meeting the minutes of the preceding meeting shall be read, unless the reading shall be dispensed with by consent of a majority of the council members present. If no objection is made to the minutes, the same shall be approved.

Comment: This is one of the most important rules for any city council to adopt because it provides for formality and regularity in the conduct of council meetings. The framework serves as the outline for the preparation of the agenda and for the preparation of the minutes (see Rule 2 above). The order of business varies widely from city to city although the topic headings are usually similar. Two of the topics are worth special mention — "Reports from the City Manager" and "Consideration of Any New Business." Although not covered in these rules, it is helpful for the council to develop the practice of referring new business to the city manager for a report at a future meeting. This is usually preferable to referring matters first to council committees and saves the council itself a great deal of work. The city manager in council-manager cities and the city clerk in other cities can obtain the needed information and submit reports to the council based on the knowledge of local conditions and practices in other cities. If necessary, the reports can then be referred to appropriate council committees.

**35. Filing With Clerk.** Every ordinance, resolution, and document to come before the council for consideration must be filed with the city clerk at least 16 business hours before the council meets. It shall be the duty of the city clerk to have ready for delivery at least 10 business hours before the council meets, copies of all ordinances, resolutions, and documents filed with him to come before the council for consideration. All ordinances and resolutions filed with the city clerk for council action must be accompanied by an explanation sheet in such form as the city clerk shall require. Any item not filed with the clerk by the time specified, shall be placed on the agenda only by a majority vote of the council members present at the council meeting.

**36. Precedence of Motions.** When a question is before the council no motion shall be entertained except: (a) to adjourn, (b) to fix the hour of adjournment, (c) to lay on the table, (d) for the previous question, (e) to postpone to a certain day, (f) to refer, (g) to amend, and (h) to postpone indefinitely. These motions shall have precedence in the order indicated. Any such motion, except a motion to amend, shall be put to a vote without debate.







Comment: Rules 36 through 55 are based on *Robert's Rules of Order*. Many manuals on parliamentary procedure have been published in the United States to guide governmental bodies, religious groups, and other organizations meeting as deliberative assemblies. The oldest, best known, and most widely used is *Robert's Rules of Order* (Chicago: Scott, Foresman and Company, \$2.70). This book was originally published in 1876 and has gone through many printings, new editions, and revisions. Among the recent publications on parliamentary procedure are the following:

*The Funk and Wagnalls Book of Parliamentary Procedure*. By Lawrence Wilford Bridge. Funk and Wagnalls Company, 153 East 24 Street, New York 10. 1954. 180pp. \$3.

*Sturgis Standard Code of Parliamentary Procedure*. By Alice F. Sturgis. McGraw-Hill Book Company, 330 West 42 Street, New York 36. 1950. 268pp. \$2.50.

37. Committee of the Whole. When the council shall decide to go into Committee of the Whole, without objection the regular officers shall continue to serve, otherwise the council shall appoint a chairman to preside, and the presiding officer of the council shall leave the chair. The rules of the council as far as applicable shall be observed in the Committee of the Whole, except that no limit shall be placed on the frequency of speaking, that the yeas and nays shall not be taken, and that motion to rise and report progress shall always be in order and shall be decided without debate.

38. Motions To Be Stated by Chair — Withdrawal. When a motion is made and seconded, it shall be stated by the chair before debate. Any member may demand that it be put in writing. A motion may not be withdrawn by the mover without the consent of the member seconding it and the approval of the council.

39. Motions Out of Order. The presiding officer may at any time, by a majority vote of the members elected, permit a member to introduce an ordinance, resolution, or motion out of the regular order.

40. Motion To Adjourn — When Not in Order — Not Debatable. A motion to adjourn shall be in order at any time, except as follows: (a) when repeated without intervening business or discussion; (b) when made as an interruption of a member while speaking; (c) when the previous question has been ordered; and (d) while a vote is being taken. A motion to adjourn is debatable only as to the time to which the meeting is adjourned.

41. Motion To Lay on Table. A motion to lay on the table shall preclude all amendments or debate of the subject under consideration. If the motion shall prevail, the consideration of the subject may be resumed only upon motion of a member voting with the majority and with the consent of two-thirds of the members present.

42. The Previous Question. When the previous question is moved, and seconded by one other member, it shall be put as follows: "Shall the main question be now put?" There shall then be no further amendment or debate; but pending amendments shall be put in their order before the main question. If the question "Shall the main question be now put" be decided in the negative, the main questions remains before the council.

43. Division of Question. If the question contains two or more divisionable propositions, the presiding officer may, and upon request of a member shall, divide the same.

44. Amendments. It shall be in order to amend an ordinance at any time when not in the hands of a committee. If an ordinance, after its second reading is referred to a committee and amended, it shall be read as the second reading thereof, and laid over for further and final consideration.

45. Amend — To Strike Out, etc. On an amendment to "strike out and insert," the paragraph to be amended shall first be read as it stands, then the words proposed to be stricken out and those to be inserted shall be read, and finally the paragraph as it would stand if so amended shall be read.

46. Amend an Amendment. A motion to amend an amendment shall be in order, but one to amend an amendment to an amendment shall not be introduced. An amendment modifying the intention of a motion shall be in order, but an amendment relating to a different matter shall not be in order.

47. Motion To Postpone. All motions to postpone, excepting a motion to postpone indefinitely,





may be amended as to time. If a motion to postpone indefinitely is carried, the principal question shall be declared lost.

48. Yeas and Nays. On the passage of every ordinance or resolution and on the appointment of any officer, the vote shall be taken by yeas and nays and entered in full upon the record. Every member shall be required to vote, unless excused for cause by vote of the council. The vote shall be for or against a pending ordinance or resolution and not on the report of the committee thereon.

49. Reconsideration. After the decision on any question any member who voted with the majority may move a reconsideration of any action at the same or the next succeeding meeting, provided, however, that a resolution authorizing or relating to any contract may be reconsidered at any time before the final execution thereof. A motion to reconsider shall require the same number of votes as is required to adopt an ordinance or resolution. After a motion for reconsideration has once been acted on, no other motion for a reconsideration thereof shall be made without unanimous consent.

50. Emergency Ordinances. If any emergency ordinance or resolution fails to receive an affirmative vote of members [two-thirds] such measure shall cease to be before the council as an emergency measure and shall have the standing that a measure would have had if it had not been read as an emergency measure.

51. Suspension of Statutory Rule. A motion to suspend the statutory rule requiring three readings on separate days shall be debatable, and upon such motion, the main question shall be open to debate.

52. Procedure in Absence of Rule. In the absence of a rule to govern a point or procedure, reference shall be had to the approved practice in parliamentary bodies.

53. Special Order. To make any subject a special order shall require the consent of a majority of the members present.

54. Anonymous Communications. Unsigned communications shall not be introduced in council.

55. Tie Vote. In case of a tie in votes on any proposal, the proposal shall be considered lost.

### Committees

56. Standing Committees. Immediately after the organization of the council, following any city election, the mayor shall appoint the following standing committees, subject to confirmation by the council: (a) finance, (b) public improvements, (c) public safety, (d) public utilities, and (e) auditing and investigation.

Comment: Standing committees of the city council are not desirable except in the larger cities where there is a considerable volume of city council business and matters of considerable complexity requiring detailed study. The principal objection to standing committees is that they tend to remove responsibility from the whole council. Councilmen may not give sufficient attention to any proposal unless they happen to serve on the committee concerned with that proposal. Ann Arbor, Michigan, provides that there shall be only one standing committee of the council, "... the working committee which shall consist of all members of the council." The Ann Arbor rules go on to provide that "the council may authorize the appointment of special committees and define their authority."

It is recognized that council standing committees are required by law in some cities and are virtually mandatory in others by custom and tradition. Where committees are used, however, some rules should be adopted governing the conduct of committee meetings, providing for adequate public notice, and insuring that the proper kinds of reports are made to the council as a whole.

57. How Appointed. There shall be three members of the council appointed on each standing committee, the mayor designating the member who is to serve as chairman of the committee. Vacancies occurring on any committee shall be filled in like manner.

58. Special Committees. Special committees for particular purposes may be appointed by the presiding officer, subject to confirmation by the council.

59. Meetings. Standing committees shall hold regular meetings on [specify time] for public





hearings on ordinances and resolutions referred to them, in the committee rooms of the city hall. Committees may hold special public hearings on pending ordinances and resolutions, having first given due notice of the time and place of such meeting. Special committees shall meet on call of the chairman, or any two members, to be communicated by the clerk, and shall report to the council without unnecessary delay upon matters referred to them. A majority of the members of a committee shall constitute a quorum.

60. Notice. It shall be the duty of the chairman of special committees to give advance notice of the time and place of meeting to all members of the city council, the city clerk, city manager, and other persons known to be interested, in favor of, or opposed to, the particular matters proposed to be considered.

61. Reports. When a committee to which a matter has been referred, with instructions to report at a time named in the order of reference, is not ready to report at such time, the matter so referred shall, unless further time be granted, be considered as though reported back without recommendation. In such case, the committee shall forthwith return to the clerk the documents pertaining to the matter, and the matter shall take its proper place in the order of business.

62. Reports To Be in Writing. The reports of committees other than the Committee of the Whole shall be in writing, agreed to in committee assembled, and shall not be presented unless signed by a majority of the committee. Copies of the report shall be available to each member. Documents referred to the committee shall be returned with the report. Nothing in this rule shall be construed to prohibit the introduction of minority reports.

63. Relieving from Further Consideration. Upon motion, council may by a majority vote relieve a committee of further consideration of a matter referred to it, and order the same placed on the calendar.

64. Secretary to Committees. The clerk or one of his assistants shall act as secretary to the several committees and keep a record of the attendance and business transacted at their meetings.

65. Powers. No committee shall have the power of employing any person for, or on behalf of, the city, or incur any expense, unless specially authorized by the council. Every committee shall have power and authority to send for persons and papers and examine witnesses under oath, pursuant to the laws of the state, in any matter or proceeding referred to, or before them, and such examination, together with all papers and proceedings, shall be returned to the council.

### Ordinances and Resolutions

66. Introduction. All ordinances and resolutions shall be introduced in the council in printed or written form with the name of the council member introducing same indorsed thereon. In the absence of the consent of any member of the council to introduce an ordinance or resolution upon the request of the city manager, the city clerk shall cause the ordinance to be introduced in the name of the chairman of the committee to which said ordinance or resolution will be referred with the following designation—“By Request.” Any member of the council may instruct the city clerk to indorse said designation “By Request” on any ordinance or resolution which is being introduced in the council in his name.

Comment: The procedure in New London, Connecticut, to comply with the city charter, is more liberal in providing for citizen introduction of resolutions. The council rules state: “All resolutions or measures which are submitted to the council by citizens in accordance with the provisions of Section 22 of the Charter, shall be written upon the standard blanks which will be furnished by the City Clerk or transcribed by him upon such blanks. Every such citizens’ resolution or measure shall be dated and signed by the citizens proposing same.” The New London rule goes on to provide that any citizen “may submit the reasons for proposing such resolution or measure in a separate brief written statement, and may apply to the Council for permission to be heard with respect to such resolution or measure, which permission may be granted by majority vote of the whole Council.”

67. Review. All proposed ordinances shall be prepared by the city attorney and bear his certification that they are in correct form. The city manager shall attach to each proposed ordinance a brief digest of the provisions thereof, and where it is proposed to amend an existing ordinance,





such digest shall indicate the change sought to be made. Said digest shall also show the name of the department or party at whose request the proposed ordinance was prepared by the city attorney.

68. Appropriate Ordinances. The city attorney shall not prepare any ordinance, nor shall the city clerk accept for filing any proposed ordinance providing for the appropriation of money, unless the same shall be accompanied by a form to be devised by the director of finance, which shall show fully the purpose of the appropriation and the fund to which it is to be charged and which shall bear the approval of the city manager, the director of the department under whose supervision the money is to be expended, and the director of finance.

69. Distribution of Copies. The city clerk shall prepare, or cause to be prepared, copies of all proposed ordinances, together with such explanations as set forth in Rule 35, for distribution as set forth in Rule 35.

70. Reading of Ordinances and Resolutions. The first reading of an ordinance or resolution shall be for information. If there be objections to it, the question shall be: "Shall the proposal be rejected?" Upon the announcement of a second reading, the question shall be upon engrossment, the vote upon which shall be taken viva voce unless a roll call is demanded. By engrossment, as herein used, is meant the point beyond which amendment of the proposal may not be made, unless the order of engrossment is reconsidered, which action may be taken by a majority of the members present voting viva voce, unless a roll call is demanded.

71. Reference. All ordinances and resolutions after the first reading shall be referred by the presiding officer to such committee as would be appropriate, unless otherwise ordered by the council, which shall consider and report the same with its recommendations to the council.

72. Substitute Ordinances. If an ordinance is amended in committee, it shall be reported as a substitute ordinance. A substitute ordinance shall be accompanied by an exhibit showing the part of the original ordinance to be amended, properly identified by page, section, or paragraph reference to the original ordinance, and having a line drawn through the part stricken out and that part added shown in italics or in a different colored ink or underscored. Copies of the exhibit shall be furnished to each member of the council.

73. Printing. All ordinances and substitute ordinances or amended ordinances granting any and all franchises which shall come within the provisions of the charter of the city shall, after being referred to an appropriate committee, be printed at the expense of the persons or corporations desiring such franchises, and 50 copies thereof distributed among the members of the council and other persons interested in such franchise or franchises.

74. To Issue Bonds. No ordinance nor ordinances to issue bonds shall be passed by the council until the expiration of at least 15 days after the same shall have been presented.

75. Report by Committee. All ordinances and resolutions must be reported by committee within ten days after date of reference, except as otherwise provided in these rules, or at the next meeting succeeding the expiration of ten days. If not reported as above provided, any member of the council may call the document out of committee by notifying the clerk and mayor in open session of his intention. It shall then be the duty of the city clerk to place the document before the council for consideration at the next succeeding meeting without any further reference.

76. Readings. Ordinances, except emergency measures, shall not be passed until they shall have been read on three separate days at regular or special meetings of the council unless the requirements of reading on three separate days be dispensed with by affirmative votes of members [two-thirds] of the council; provided, that such requirement shall never be dispensed with on any ordinance making a grant, renewal, or extension of a franchise or other special privilege, or regulating the rate to be charged for its services by any public utility.

No ordinance shall be revived or re-enacted by mere reference to the title thereof, but the same shall be set forth at length as if it were an original ordinance. No ordinance shall be amended by providing that designated words thereof shall be stricken out and others inserted in lieu thereof, but the ordinance or section as amended shall be set forth in full.





Comment: The tradition of three readings of an ordinance has been discarded in several cities as a time-consuming and unnecessary procedure. Salem, Oregon, provides in part: "Each ordinance bill shall receive two readings prior to its passage. Each reading shall be by title only, but on demand of two or more members the second reading shall be section by section." According to the city manager this rule "has certainly speeded up transaction of city council business."

In Mount Lebanon, Pennsylvania, each township commissioner has a complete copy of an ordinance at least three days prior to its final adoption. At the first meeting the ordinance is introduced with only a brief oral description by the commissioner. Then the ordinance is printed and distributed to every member of the board of commissioners at least three days prior to the meeting at which the ordinance will be considered for final passage. At the subsequent meeting the ordinance can be adopted by reference to its temporary number assigned to it by the township secretary. The Mount Lebanon rule reads in part: "Each ordinance shall be introduced by a commissioner. . . . At the time of its introduction the commissioner introducing the ordinance, or anyone whom he may designate, will give a brief description of the ordinance, whereupon it shall be laid upon the table until presented for consideration at a subsequent meeting. . . . More than three days prior to the meeting at which such ordinance will be considered for passage, each commissioner shall be supplied with a written copy of the ordinance and copies of the same will also be kept on file at the secretary's office where they may be studied by any member of the public on inquiry. At any subsequent meeting, provided the commissioners have received a copy of the written ordinance at least three days prior thereto as above provided, any commissioner may move the adoption of that ordinance. . . . If the motion for adoption receives a second, the chairman of the meeting shall direct the secretary to call the roll of the commissioners and record their oral vote, which vote shall be taken without a reading of the ordinance, and the ordinance shall have been adopted by a vote of the majority of the commissioners present (so long as the meeting is properly organized with a quorum present), unless a greater vote is required by law or other ordinance. . . ." According to the township manager of Mount Lebanon, this procedure "has resulted in making a tremendous saving of time. The old procedure of reading ordinances three times has been completely eliminated by sending copies in advance to members of the board."

A somewhat different procedure is provided in Springfield, Missouri, where two readings are sufficient to adopt an ordinance by a majority vote. The rules provide in part: "Any ordinance which shall have had its first reading shall be taken up by the Council at its next session and shall be read the second time, and thereupon shall be open for debate and amendment. . . . On the close of debate or upon the expiration of any limit thereon, the Presiding Officer shall entertain a motion to place such ordinance on final passage. . . . The motion for final passage shall not be debatable and shall take precedence over all other motions except one for adjournment. Upon being seconded, the Presiding Officer shall immediately put the motion to the Council. If the said motion is adopted, no further debate or amendment shall be allowed, and the clerk shall immediately call the roll for its final passage. If such motion not be adopted, the ordinance shall still be open for debate and amendment until such time as a motion for final passage is adopted."

**77. Emergency Ordinances.** Emergency measures shall take effect immediately upon their passage. An emergency measure is any ordinance passed by the affirmative vote of members [two-thirds] of the council for the immediate preservation of the public peace, property, health, safety, or morals, in which the emergency is set forth and defined in a preamble thereto; any ordinance calling any election, or providing for the submission of any proposal to the people; any ordinance making an appropriation for the payment of principal or interest of the public debt, or for current expenses of the city government; any general appropriation ordinance; any ordinance fixing any tax rate or assessment; or any ordinance relating to any public improvement to be paid for by special assessment. No ordinance granting, enlarging, or affecting any franchise or amending or repealing any ordinance adopted by the people under the initiative shall be an emergency measure.

If any emergency ordinance shall fail to receive affirmative votes [two-thirds], such measure shall cease to be before council as an emergency measure. Thereafter, a motion to strike the emergency clause shall be in order. If such motion is made and adopted, the original ordinance shall be before the council for immediate consideration as a measure on third reading without the emergency clause. If no such motion is made, the ordinance shall be deemed lost.

**78. Ordinances, When Effective.** All ordinances except emergency ordinances shall take effect 10 days after the date of their passage, unless a later date therefore be indicated therein.

#### Miscellaneous

**79. Privileges of Floor.** No persons except members of the council and officers named in the rules, and persons invited by the presiding officer of the council, or by vote of the council, shall be





admitted within the bar of the council chamber, and the sergeant-at-arms shall cause this rule to be rigidly enforced.

80. Permission Required To Address Council. Persons other than members of council and city officers, shall not be permitted to address council except upon introduction by the presiding officer or by the chairman of the appropriate council committee.

81. Complaints. The procedures for complaints shall be:

a. All complaints involving municipal policies shall be referred to the city council for appropriate action and, except in the most unusual cases, such action shall be preceded by report and recommendation of the city manager who shall have been given ample opportunity and time in which to investigate and to render a report.

b. All complaints involving charges of unfair hearings or improper hearings or inadequate hearings before advisory boards and commissions shall be referred immediately to the particular board or commission concerned for a rehearing provided, however, that such referral shall be accompanied by a written statement from the person complaining of such improper hearing which statement shall delineate the specific charges in order that the particular board or commission concerned may be able to take appropriate action.

c. All complaints with respect to the management of the city shall be referred to the city manager for the necessary or appropriate action in each individual case. In the case of those complaints involving the management of the city wherein the council desires further information, then the city manager, when so requested by a majority of the council, shall be given adequate time in which to make the necessary investigation and report.

82. The Council Chamber. The council chamber shall be under the supervision and control of the clerk of council when the council is not in session. Except as herein provided, it shall be used solely by the council and its committees for the transaction of public business of the city. If not required for such use, the clerk may permit its use by agencies of the federal, state, or city governments for the transaction of public business. Application for such use must be made to the clerk in such manner as may be prescribed by him. Any permission so granted may be cancelled or revoked by the clerk forthwith, where necessary for the protection of city property, the preservation of order, or other sufficient reason.

83. State or Federal Cooperation — Procedure. All proposals for projects which contemplate cooperation with, or financial participation by, the state or federal government, shall be transmitted to council by the city manager. If a city board or commission desires to propose such a project, the proposal shall first be filed with the city manager. All proposals shall be in approved form and accompanied by proper plans and specifications conforming to the requirements of respective state or federal government. If council approves the proposal, it shall by resolution authorize the city manager to make application to the proper authority.

84. Suspension of Rules. Any provision of these rules not governed by the charter or code may be temporarily suspended at any meeting of the council, by a majority vote of all members elected. The vote on any such suspension shall be taken by yeas and nays and entered upon the records.

85. To Amend Rules. These rules may be amended or new rules adopted by a majority vote of all members of the council. Any such alterations or amendments shall be submitted in writing at the preceding regular meeting and shall be placed on the calendar under the order of new business. This requirement shall be waived only by unanimous consent, with a recorded vote of all members.

### Conclusions

Continuity of city policy and program depends on adequate records of official actions taken by the city council. Maintenance of adequate records is dependent, in turn, on orderly preparations for council meetings (order of business and agenda) and formality of commission procedure leading to official actions (council rules of order and procedure). The official records (the minutes) remain as a guide to the city manager, to future sessions of the council, and to future councils.



...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

...the ... of the ... and ...

General Notes

...the ... of the ... and ...

As was stated in the city commission procedure adopted in Manhattan, Kansas, in 1953: "Items which might seem relatively unimportant at the present time may assume increasing importance in the future, especially if the city manager takes action in conformance with a directive expressed by the commission, but not recorded as a matter of record. It is true that the commission is likely to remember these unofficial decisions, but future commissions will not. For this reason, the city commission in Manhattan takes official action on all decisions reached in a public meeting, and this action is duly recorded."

Parliamentary rules as provided in *Robert's Rules of Order* and other publications may seem at times to be arbitrary and cumbersome. They have evolved, however, through centuries of experience with the conduct of meetings for deliberative bodies and are essential (1) to facilitate orderly conduct of meetings; (2) to assure minority rights as well as majority rule; (3) to prevent confusion, errors, delay, and obstructionist tactics by confining deliberations to one point at a time; and (4) to provide equity for every member of a deliberative body in motions, discussions, debate, vote, and other parliamentary actions.

In preparing or revising city council rules, the following MIS reports also should be consulted:

Report No. 72, *How To Improve City Council Organization and Procedure*, January, 1950. This report discusses powers and responsibilities of the council with relation to boards and commissions, standing committees, special committees, and other subjects. Particular attention is given to ways of improving legislative procedure, speeding up council business, and keeping the council informed on administrative matters.

Report No. 152, *Preparing the Agenda for City Council Meetings*, September, 1956. This should be consulted because of the close relationship of the agenda to council rules, order of business, and preparation of the minutes.

Report No. 138, *Recording Council Actions in the City Clerk's Office*, July, 1955. This report covers preparation of the minutes and the recording of official council actions.

Report No. 139, *Indexing and Filing City Council Records*, August, 1955. This report is complementary to MIS Report No. 138 and describes in some detail two distinct systems of filing council records and setting up appropriate indexes.

*Acknowledgments:* Grateful acknowledgment is made to the city managers and city clerks in the cities listed on page 1 who furnished information for this report. Special thanks are due to the following persons who reviewed a tentative draft of this report and offered suggestions for improvement: John A. Paulus, township manager, Mount Lebanon, Pennsylvania; Kent Mathewson, city manager, Salem, Oregon; W. B. Avery, city manager, and Donald H. Kelley, city clerk, Springfield, Missouri; and Frank H. Backstrom, city manager, and C. H. Funk, city clerk, Wichita, Kansas.

*Note:* This report was prepared by David S. Arnold, publications director, the International City Managers' Association.



